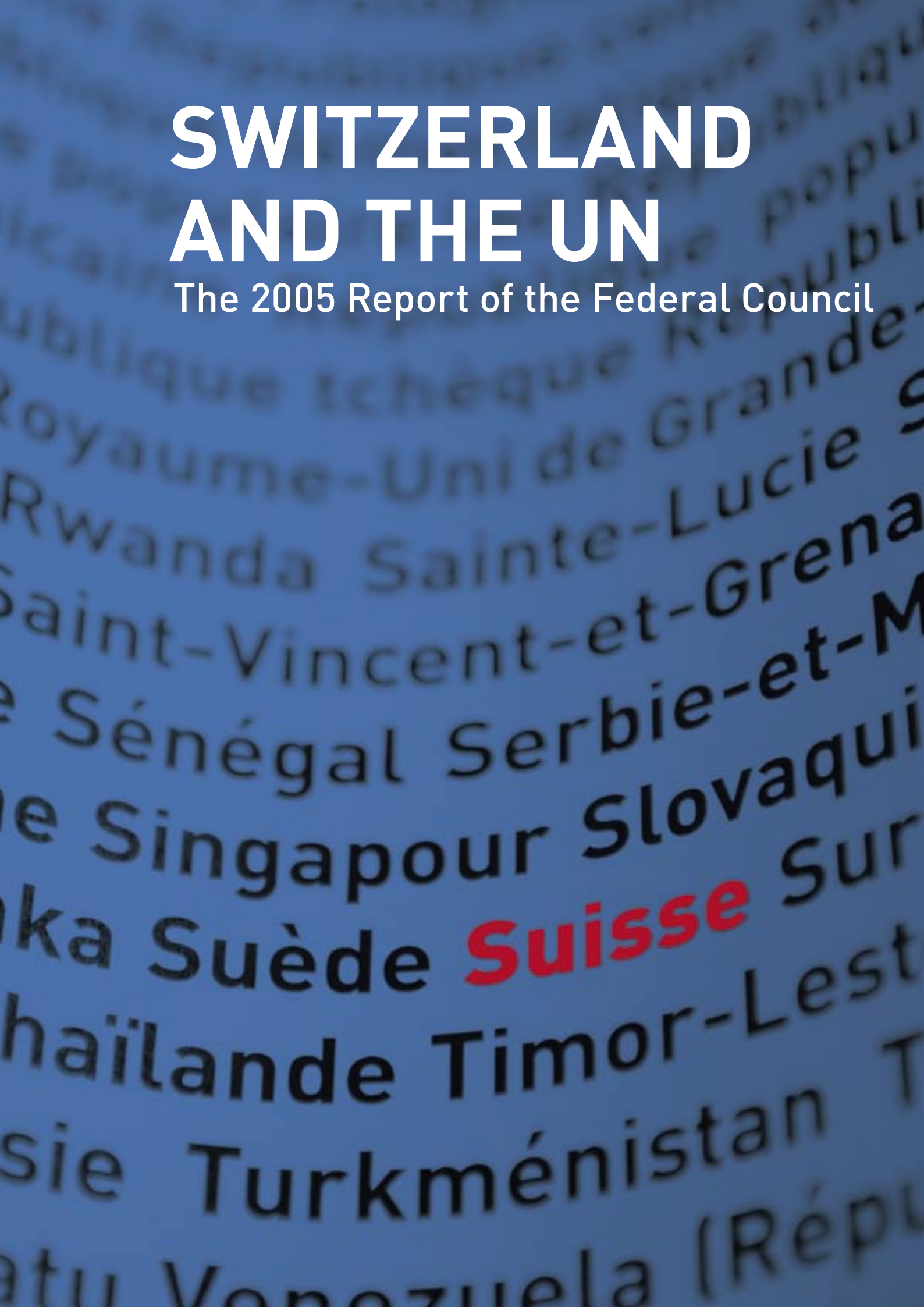


# SWITZERLAND AND THE UN

The 2005 Report of the Federal Council

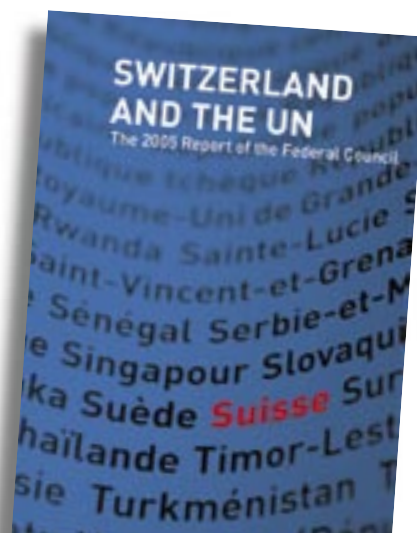


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Cover page: The list of United Nations Member States is in French. Switzerland and the UN have French as a common official language.



In 2006, the UN celebrates its 60<sup>th</sup> birthday. Photographs of historic moments of the UN founding period.

# ABSTRACT



First General Assembly in London, October 1946.

**In this year's report on Switzerland's relations with the UN and international organisations based in Switzerland, the Federal Council focuses on three main topics.**

It reviews the status of implementation of UN reforms, especially in the areas of peace and security. In March 2005, the UN Secretary-General submitted an important report in which he put forward proposals for strengthening multilateral action within the framework of the United Nations. He emphasised the close interdependence between development, security and human rights, and called on the UN Member States to reaffirm the strategy of collective action. His ambitious reform proposals encompass the creation of new bodies, including the establishment of a Human Rights Council to replace in Geneva the existing Commission on Human Rights. Switzerland actively supports this proposal, which is based on one of the initiatives launched by our country with the aim of strengthening the system of human rights institutions within the United Nations.

The report contains information concerning the preparation of the high-level meeting at the beginning of the 60<sup>th</sup> session of the UN General Assembly. The purpose of this meeting is for the Member States to review the status of implementa-



Flag ceremony in 1946.



From the beginning the media have intensively followed the work of the UN.

tion of the Millennium Development Goals five years after the Millennium Declaration was approved in autumn 2000, and within the scope of a declaration by Heads of State and Government to approve a plan to finalise UN reforms and secure the implementation of the Millennium Development Goals by 2015 in accordance with the specified schedule. The measures proposed by the Secretary-General in the area of development go hand in hand with an urgent appeal to industrialised as well as developing nations to abide by the commitments they entered into at the Monterrey Conference on Financing for Development in 2002. The report also presents other new proposals. The Federal Council underscores Switzerland's desire to participate within the scope of available funds in the implementation of the commitments concerned.

And thirdly, the Federal Council addresses some of the most important issues and challenges for international organisations based in Switzerland and for Switzerland's host nation policy. The ongoing reform process impacts on the activities of the UN and international organisations in Geneva. Switzer-

land is anxious to ensure that the reforms will not undermine the role of Geneva as the seat of international organisations. Switzerland gives high priority to providing international organisations with an attractive environment, and is prepared to assume its full responsibility for the security of these organisations and their personnel on Swiss sovereign territory.

The Federal Council concludes its report with an outline of its priorities for the 60<sup>th</sup> session of the UN General Assembly that are to serve the interests of the country and its foreign policy objectives.

# INTRODUCTION

**The United Nations and its Member States will shortly be celebrating the 60<sup>th</sup> anniversary of the founding of the Organisation. This year the UN is undergoing a major and complex reform process aimed at strengthening it as an effective instrument at the service of the international community.**

The ongoing process encompasses three areas that are closely interrelated:

1. The continuation of institutional reforms resulting from the efforts that were initiated some time ago, and more recently following the proposals put forward by the Secretary-General in autumn 2002, but above all following the efforts initiated by the President of the General Assembly in 2003 aimed at providing this extremely important UN body with fresh impetus.
2. The search for consensus among Member States concerning the validity of the system of collective security based on the UN Charter in the context of a new and broader-based definition of the term security<sup>1</sup>.
3. A review of the implementation of the Millennium Development Goals by the UN Member States five years after the approval of the Millennium Declaration in autumn 2000. The Sachs Report released in January 2005 takes stock of the situation, and proposes 10 measures for securing the implementation of the Millennium Development Goals by the specified deadline (2015). In his report dated 21 March the Secretary-General adopted the majority of these recommendations in slightly modified form.

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<sup>1</sup> Discussions in this area henceforth refer to the proposals put forward by the Secretary-General in his report dated 21 March 2005 ("In larger freedom: towards development, security and human rights for all") (A/59/2005).

This reform process amounts to nothing less than a search for consensus among Member States on:

- the sense and purpose of their co-operation and the general context of international relations;
- the precise role of the instrument they created for themselves 60 years ago;
- the necessary improvements to this instrument with respect to its functions and effectiveness in action;
- the necessary adjustments to its structures by reforming its existing bodies or creating new ones.

This complex process, the course and outcome of which are still completely open, received a decisive impulse on 21 March 2005 when the Secretary-General presented his report and recommendations for reform. In his report he proposed an action programme to the Heads of State and Government for discussion at the M+5 Summit<sup>2</sup> and at the 60<sup>th</sup> session of the UN General Assembly based on the acknowledgement of the interdependence of security, development and human rights. Whether the Member States will be able to reinforce their collective response to the challenges facing them in the areas of development, security and human rights and for this purpose provide themselves with a more modern and more effective instrument will depend on the outcome of the negotiations that have been carried out since the Secretary-General presented his proposals.

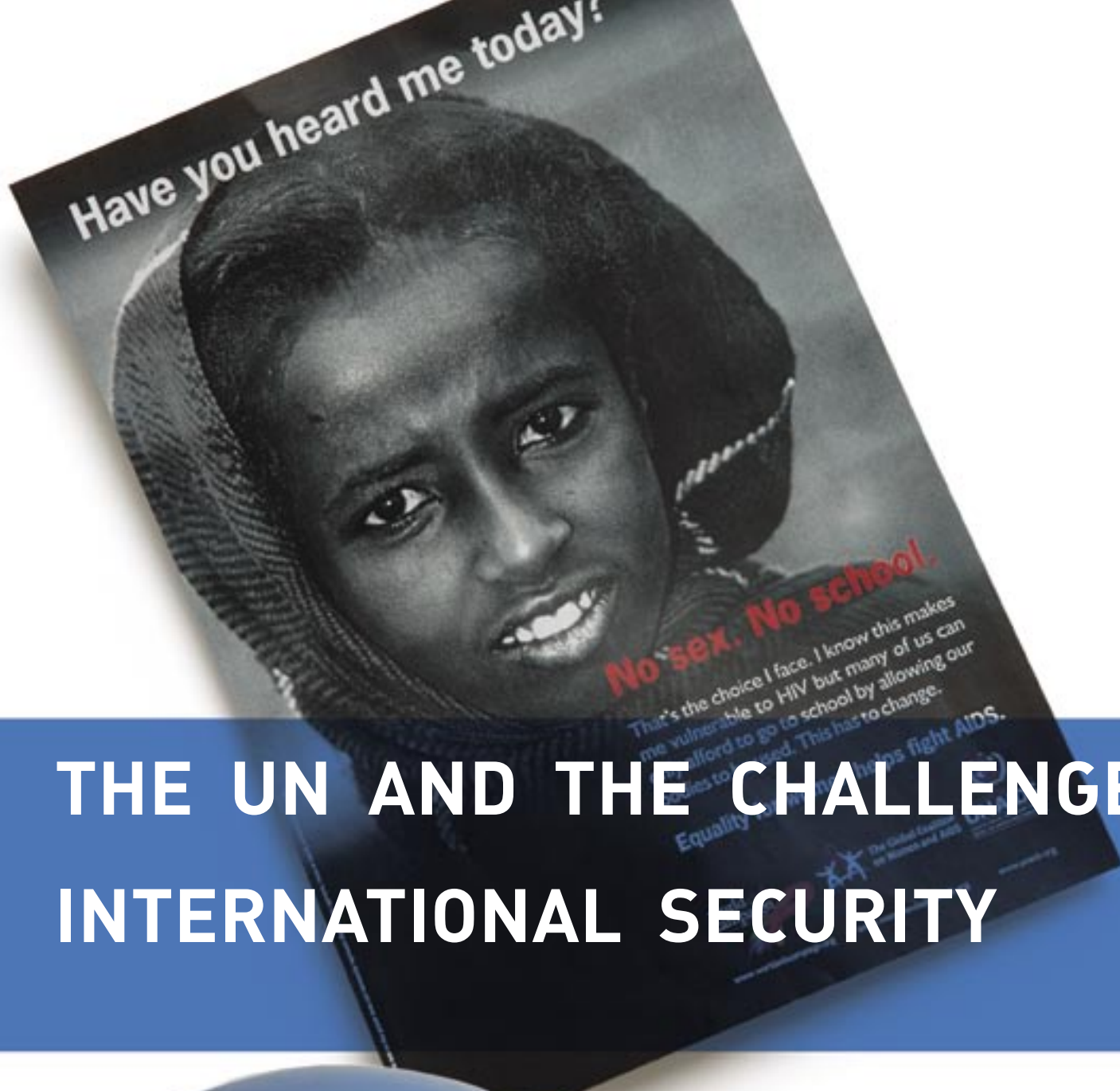
For the 58<sup>th</sup> and 59<sup>th</sup> sessions of the UN General Assembly, the Federal Council defined three main priorities for Switzerland's activities within this body:

1. continuation of reform efforts aimed at strengthening the role of the UN;
2. efforts in favour of sustainable development and follow-up activities for the implementation of the Millennium Declaration and the Millennium Development Goals;
3. promotion of human security.

In 2005, these priorities are in line with the main topics under discussion at the UN within the scope of the ongoing process. Switzerland places a high value on multilateral co-operation and international relations based on law, and is therefore actively advocating its own positions and initiatives in the ongoing process. It will be maintaining this strong commitment throughout the entire duration of the important meetings to be held in the run-up to the 60<sup>th</sup> session of the UN General Assembly.

At the request of Parliament, the Federal Council is focusing its 2005 report on the country's relations with the UN and international organisations based in Switzerland on three priority areas. The report also presents the main positions Switzerland will be representing in the negotiation process in the period up to the opening of the 60<sup>th</sup> session of the UN General Assembly as well as during the entire session itself.

<sup>2</sup> Official designation: "High-level Plenary Meeting of the 60<sup>th</sup> Session of the General Assembly, with the participation of Heads of State and Government". Since this plenary conference is to be held five years after the Millennium Summit of September 2000, for the sake of convenience it is referred to in this document as "M+5 Summit".



# THE UN AND THE CHALLENGES OF INTERNATIONAL SECURITY







OF WORLD PEACE AND



## UN REFORMS: CURRENT STATUS

Since its inception at the end of World War II, the UN has without a doubt implemented a variety of significant reforms. For example, new and specialised agencies and numerous funds and programmes have been created within the United Nations in order to meet the expectations and needs of the international community. At the same time, internal reforms have been implemented at regular intervals since the present Secretary-General took office, and these have yielded the following tangible results: the UN has become financially healthier, its effectiveness has increased and it has focused its activities on four strategic priorities, namely peace and security, sustainable economic and social development, humanitarian issues and human rights – priorities that closely correspond to Switzerland's own foreign policy objectives.

A great deal of progress has been achieved with respect to both the interpretation of certain fundamental principles of the UN Charter and the instruments of the most important UN bodies. These, too, have been modified to meet the new requirements of multilateral co-operation. For example, the Security Council was not entrusted with the military powers that would have allowed it to perform the function of global police force as originally foreseen. Instead, it developed a variety of new instruments that were not directly intended in the UN Charter: peacekeeping operations, targeted sanctions, interna-

tional ad hoc tribunals, complex peacekeeping operations with a distinct civilian character to restore the rule of law, promote respect for human rights and bring about sustainable development.

At the same time it has to be noted that it is extremely difficult to bring certain fundamental reforms to a successful conclusion. This applies especially to the proposals aimed at redefining the mandates and compositions of the most important UN bodies, as well as to the more ambitious reorientation of the multilateral system, in particular as far as relations between the UN, the Bretton Woods institutions and the World Trade Organisation are concerned.

The difficulty with implementing reforms of a more fundamental nature may be explained by the fact that views concerning the structure of the multilateral system and the necessary reforms of its components in an international community that now numbers more than 190 Member States, differ very considerably. It should also be noted here that it is extremely difficult to amend the UN Charter. In accordance with Article 108 of the UN Charter, every amendment has to be approved by two-thirds of the members of the General Assembly, including by all permanent members of the Security Council. This has only been accomplished on very few occasions to date. The UN Charter has in fact been formally amended only three times: the number of members of the Security Council was increased from

eleven to fifteen in 1963, and the number of members of the Economic and Social Council (ECOSOC) has been increased twice.

<sup>3</sup> This High-level Panel was chaired by Anand Panyarachun, former Prime Minister of Thailand, and comprised fifteen other prominent figures.

<sup>4</sup> Report of the High-level Panel on Threats, Challenges and Change, dated 2 December 2004 (A/59/565).

## SEARCH FOR A NEW CONSENSUS FOR COLLECTIVE MEASURES

The debate on UN reform was triggered by the higher security risk caused by terrorism, the proliferation of weapons of mass destruction and the diplomatic crisis prior to the military intervention in Iraq. In his efforts to gain international consensus on security issues and the role of the UN, in autumn 2003 the UN Secretary-General entrusted a group of international figures with the task of carrying out an analysis of the new challenges in the areas of world peace and international security, and formulating proposals aimed at strengthening multilateral action<sup>3</sup>. The report of this High-level Panel was released on 2 December 2004<sup>4</sup>. At the same time a group of international experts on development co-operation under the leadership of Professor Jeffrey Sachs put forward a variety of recommendations concerning the required measures for implementing the Millennium Development Goals in the period up to 2015<sup>5</sup>.

On 21 March 2005, the UN Secretary-General presented his own proposals for a reform of the United Nations and the strengthening of collective action, based on the two above-mentioned reports and the initial reactions of Member States<sup>6</sup>. In his report he emphasised the interdependence of security, development and human rights, and called on the UN Member States to reaffirm the strategy of collective action as a means to preserve world peace. In the appendix he also pre-

sented a variety of specific proposals which he asked the Member States to examine before the M+5 Summit, to be held in mid-September 2005 at the UN General Assembly.

The Member States initiated a series of consultations on the proposals put forward by the UN Secretary-General. It is hoped that the proposed reforms will begin to take concrete form in the course of the next few months so that it will be possible for a definitive document to be approved at the M+5 Summit in mid-September, which coincides with the 60<sup>th</sup> anniversary of the foundation of the UN. However, the ongoing process is complex and its outcome is far from certain.

### Broadening of the security concept

The ongoing UN activities are aimed at overcoming the differences that have arisen within the international community over the past few years. The objective here is to draw up a broader security concept and formulate it in a way that leads to greater consensus, and to define the necessary tools for overcoming the associated challenges. The UN Secretary-General recommends a comprehensive solution that takes account of the diversity of the threats and their interdependence. This broader security concept encompasses conventional armed conflicts, terrorism and the proliferation of weapons of mass destruction, as well as other global risks such as poverty, HIV/AIDS and the destruction of the environment, and especially climate change. In this

way, a correlation is established between security issues in the conventional sense that are primarily the concern of industrialised nations, and the Millennium Development Goals that are primarily in the interests of developing countries. The term "human security", which Switzerland has been promoting for many years, is an integral part of this broader, more clearly consensus-oriented, approach to security issues<sup>7</sup>.

One of the important results of the ongoing process has been the reconfirmation of the validity of the multilateral system of collective security that is laid down in the UN Charter, and the proposal of concrete and pragmatic measures aimed at reinforcing it. The authority of the Security Council with regard to the use of force has also been confirmed, and it was called on to intervene more quickly and in a preventive manner. Switzerland attaches great importance to the statement of the UN Secretary-General to the effect that the provisions of international law governing the use of military force for self-defence purposes (UN Charter, Article 51) do not need to be amended or reinterpreted. This recommendation is based on the activities of a group of experts that convened in Geneva in March 2004 on Switzerland's initiative. The recommendation to leave the self-defence article unchanged met with widespread consensus among Member States. It is of fundamental importance as a means to avoid an increase in unilateral preventive military intervention as well as to preserve the UN system of collective

<sup>5</sup> Report on the Millennium Project dated 17 January 2005. See page 22.

<sup>6</sup> Report by the Secretary-General dated 21 March 2005 ("In larger freedom: towards development, security and human rights for all") [A/59/2005].

<sup>7</sup> Concerning human security see page 18.

security, of which one of the main principles is the prohibition of the use of force in international relations.

The UN Secretary-General also emphasises the fact that state sovereignty not only entails privileges, it also embodies certain obligations, and in particular the duty of every nation to protect its citizens against genocide and other crimes against humanity. If a government is unwilling or unable to protect its population against such crimes, it is the duty of the international community to act collectively, and if necessary to use military force. Thus the UN Secretary-General has adopted certain proposals that have been put forward in the course of the past few years as the result of findings obtained from the conflicts in Rwanda, Kosovo and East Timor<sup>8</sup>. However, to avoid triggering an uncontrollable reaction, the criteria on which decisions on collective action are based must be defined very precisely. Switzerland favours a definition that gains a broad consensus, and has called on the members of the Security Council to involve all UN Member States in the formulation of these criteria.

### Strengthening UN institutions

The Secretary-General has proposed a variety of institutional reforms aimed at improving the UN's ability to act.

Switzerland greatly values the reform of the UN institutions and instruments to protect human rights, and has submit-

ted a variety of reform proposals to both the High-level Panel and the UN Secretary-General. One of these proposals is to replace the existing Commission on Human Rights, whose work is becoming increasingly politicised, with a permanent Human Rights Council which would have a higher institutional status than the Commission. The UN Secretary-General adopted several of Switzerland's proposals in the area of human rights, including the concept of a Human Rights Council<sup>9</sup>.

Another highly interesting recommendation concerns the creation of a Peace Building Commission, which would be able to close a gap that frequently opens up between peacekeeping activities and development co-operation. The insufficient co-operation between the Economic and Social Council (ECOSOC) and the Security Council is a good example of this internal problem. Switzerland is in favour of the creation of this new Commission, and is calling for it to be answerable to both the Security Council and ECOSOC (i.e. not to the Security Council alone). Its mandate should not only include the option of leading general political debates, but also incorporate debate on specific forms of follow-up activity at the request of countries involved in conflicts (transition to peace and post-conflict reconstruction).

However, of all the proposed institutional reforms, it is the enlargement of the Security Council that is attracting the high-

est degree of attention. The High-level Panel recommended enlarging this body from 15 to 24 members, according to one of the two following models:

Model A:

- 6 new permanent members without veto rights;
- 3 new non-permanent members (for two years, without the option of immediate re-election).

Model B:

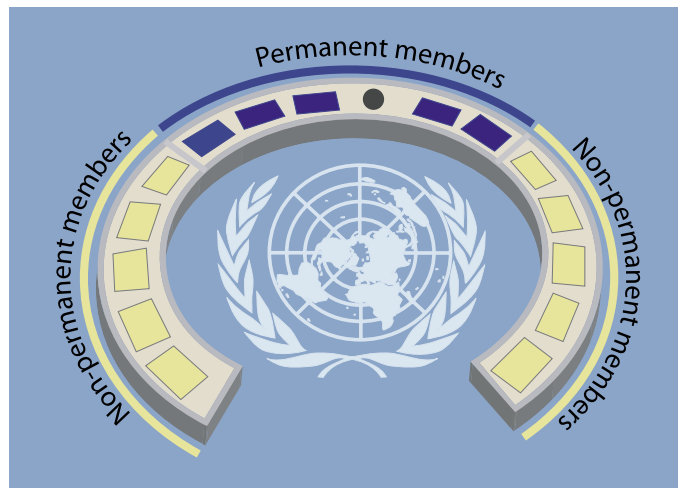
- no new permanent members;
- new category of 8 members without veto rights, who would be elected for four years with option of re-election;
- 1 new non-permanent member (for two years, without the option of immediate re-election).

Model A would probably result in the award of a permanent seat for Germany, India, Japan and Brazil, plus 2 African countries (with South Africa, Nigeria and Egypt as the candidates with the highest chances). Model B was drawn up by the High-level Panel in order to widen the circle of beneficiaries. It allows a larger number of States to take a seat on the Security Council for a longer period of time, and thus increase its level of representativeness. Furthermore, it increases the proportion of members elected to the Security Council by the General Assembly (5 permanent to 19 elected), while by contrast model A reduces this proportion (11 permanent to 13 elected). Model B also increases the eligibility of the 8 members

<sup>8</sup> This concept was developed by the International Commission on Intervention and State Sovereignty, which was created on the basis of an initiative from Canada. For further details, please refer to the Commission's final report dated December 2001.

<sup>9</sup> See page 20.

The current structure of the UN Security Council with five permanent and 10 non-permanent members.



with a four-year term of office, and thus the responsibility of the elected countries towards their respective regional groups, which in turn results in improved representativeness. However, both models favour larger nations, which are in a better position to lay claim to one of the new seats.

Switzerland has stated its own position with respect to this issue on a number of occasions, most notably in the declaration of the President of the Swiss Confederation, Joseph Deiss, to the UN General Assembly in New York on 21 September 2004. This position may be summarised as follows:

- Switzerland is in favour of an enlargement of the Security Council. Such a move would more accurately reflect the present-day world order and increase the Council's authority, and this would be in everyone's interests.
- In Switzerland's view, the enlargement would have to meet the following criteria:
  - better representation of developing countries;
  - consideration of the contributions of individual Member States towards the UN's activities, specifically in the areas of peacekeeping operations, development aid and financing the UN budget;
  - no enlargement of the Security Council that favours larger nations to the detriment of others.
- Switzerland is against granting veto

rights to more countries, since this would restrict the Security Council's capacity to act.

Switzerland is not entirely satisfied with either of the models proposed by the High-level Panel. It especially regrets that both options lessen the chances of gaining a seat on the Security Council of many countries that make a substantial contribution to the UN. But these are not the only conceivable models. The Federal Council hopes that a balanced solution will be found that enjoys the support of as many Member States as possible. An enlargement that divides the international community would not be conducive to the authority and legitimacy of the Security Council.

But enlargement of the Security Council cannot suffice on its own. The degree of transparency also needs to be increased and the working methods have to be developed and improved so that all UN Member States have the opportunity to participate more intensively in the activities of the Security Council. Switzerland supports the recommendation of the High-level

Panel to institutionalise the new regulations, to improve the degree of transparency and the opportunities for all States to participate, and to adopt them into the Security Council's regulations. Together with Liechtenstein, which is co-chairing the General Assembly working group on the reform of the Security Council, it has launched a corresponding initiative.

It would also be desirable to revitalise the General Assembly, which enjoys special legitimacy due to its universal composition. In particular, the organisation of its activities and the method of selecting issues to be dealt with need to be improved so that it can fully and efficiently perform the functions entrusted to it by the UN Charter.

### **Intensified involvement at parliamentary level**

The intensification of relations with parliaments, civil society and the private sector forms a significant part of the reform proposals.

With respect to relations with national parliaments, in his address to the UN General Assembly on 21 October 2004 in New York, Peter Bieri (member of the Council of States and President of the Swiss delegation to the Interparliamentary Union, IPU) spoke in favour of a stronger role for national parliaments within the UN. The IPU delegation, which included Vice President Brigitta Gadiant as well as Peter Briner (President of the Foreign Affairs Committee of the Council of States), met a variety of high-level UN figures in the margins of the IPU Conference. The delegation was also received by Swiss professor Nicolas Michel, former head of the Directorate of International Law of the Federal Department of Foreign Affairs, who was appointed Under-Secretary-General for Legal Affairs and UN Legal Counsel in May 2004.

In February 2005, 108 Swiss members of Parliament launched an important initiative in the context of the reform debate. In an open letter to UN Secretary-General Kofi Annan, they called for the creation of a Parliamentary Assembly within the UN. The head of the Department of Foreign Affairs was informed about the intentions

of the signatories of the letter by the Foreign Affairs Committee of the National Council on 17 January 2005, and she expressed her support for the principle of intensified involvement of national parliaments in the activities of the UN. The creation of a parliamentary body within the UN would strengthen its democratic character and promote its proximity to citizens. While several regional organisations such as the Council of Europe possess a parliamentary body, the creation of one within the UN is likely to be somewhat more difficult: any amendment of the UN Charter requires a two-thirds majority of all Member States, plus the approval of the 5 permanent members of the Security Council. In view of this, other conceivable models such as strengthening the role of the Interparliamentary Union within the UN, are also being examined.

Although Switzerland favours a higher level of involvement of civil society and private sector organisations in the activities of the UN, a majority of the Member States are opposed to this idea. Reforms in this area are encountering a great deal of resistance, even though it is widely accepted that civil society is in fact playing an increasingly important role in the UN.

## PEACEKEEPING OPERATIONS AND SWITZERLAND'S CONTRIBUTIONS

Only very few recommendations in the Secretary-General's report directly affect the area of peacekeeping operations. But it would be misguided to see this as an indication that this area of activity is losing importance for the UN. On the contrary, the UN has demonstrated that all those who predicted that the invasion of Iraq in March 2003 signalled the end of the UN's role in peacekeeping were wrong. The UN remains a central player in this area today, and the Security Council plays a major role that no one disputes. Its authority, for example with respect to the occupying force or the schedule for restoring the sovereignty of Iraq, is unique.

On 8 June 2004, with UN Resolution 1546 the Security Council entrusted the UN with a leading role in organising democratic elections in Iraq. However, the military coalition under the leadership of the USA still held the authority to take all necessary measures to help maintain security and stability. Thanks to its support for the independent election commission, the UN helped ensure that the elections were held on 30 January 2005 as planned. For Switzerland, it is of decisive importance that the spiral of violence in Iraq is halted as soon as possible, and it therefore welcomes the role to be played by the UN in Iraq's transition towards a democratic state and the rule of law.

Following the decline at the end of the 1990s, the UN now faces a greater demand for new peacekeeping missions than ever before, especially in Africa. The Member States, which have learned from mistakes made in the past, want to strengthen the UN's capacity to initiate peace processes and bring them to a successful conclusion. UN peacekeeping activities take a variety of forms today, and now incorporate both a civilian and a military component. The most recent operations no longer serve just to separate parties engaged in armed conflict, they now often extend to restoring essential services, setting up institutions foreseen in peace agreements, ensuring law and order, creating modern institutions including independent and professional police forces and legal systems, demobilising and disarming combatants and reintegrating them into society, as well as promoting the political dialogue needed for laying the foundations of a future constitution, and preparing and organising elections.

UN peacekeeping faces three fundamental challenges today:

Today, the UN is confronted with an unprecedented demand for new peacekeeping missions.



### **Growing demand for new peacekeeping operations**

Over the past two years, new peacekeeping missions have been initiated (Ivory Coast, Liberia, Haiti, Burundi), the ongoing mission in the Democratic Republic of Congo has been reinforced, and preparations have been made for a new mission in Sudan following the decision of the Security Council in February 2005. As a result, as of January 2005, a total of 74,000 people – military personnel, police officers and civilian experts – are involved in peacekeeping missions. Taking account of personnel rotation, the number of men and women working in the field in peacekeeping missions on behalf of the UN in 2004 was almost 120,000. But in order to satisfy the growing demand and avoid capacity shortfalls, the UN urgently needs more resources in the areas of planning and logistics, especially for air transport and medical services, as well as civilian police officers (above all French-speakers), civilian and technical experts (for example in the areas of rule of law and security). The number of available personnel is approximately the same today as it was ten years ago, but the situation has grown more critical because many of the armed forces with the greatest capacities are engaged in other operations, notably in Iraq, Afghanistan and the Balkans, and are therefore not at the disposal of the UN for peacekeeping operations.

For this reason, the ten biggest contributors of troops for UN peacekeeping mis-

sions today are developing countries. This situation is generally referred to as the commitment gap: insufficient support from industrialised nations that possess the best-equipped armed forces and the best-trained military personnel. This situation can have a severe impact on the efficiency of UN peacekeeping missions because the involved developing countries are not always in the position to provide sufficiently well-equipped troops. Industrialised nations prefer to carry out peacekeeping missions independently of UN operations, but at the same time they still want to influence the latter and improve their preparation and implementation. On the other hand, developing countries, which provide the majority of troops for peacekeeping operations, want to be in a position that reflects the extent of their commitment, and thus resist any developments that in their view would place them in a subordinate position.

### **Introduction of suitable modalities for co-operation with regional partner organisations**

In order to be able to respond to the demand for new peacekeeping missions and secure the rapid deployment of peacekeeping forces, as well as provide effective means for defending UN personnel against attacks so that they can perform their mandate fully and in safety, the UN has to co-operate with regional organisations to an increasing extent. This confirms a trend towards closer co-op-

eration with these organisations that we have been observing over the past few years. In practice, the UN often entrusts a state or a regional organisation with the task of carrying out a peacekeeping operation. For example, this was the case in Ituri Province in the Democratic Republic of Congo, where the European Union carried out the "Artemis" operation from June to August 2003 on behalf of the Security Council. The EU troops were then replaced by UN forces. Following the death of a number of UN soldiers who were ambushed by local militia, the heavily armed peacekeeping troops had to resort to the use of force in March 2005. Similar operations were carried out by France and ECOWAS (Economic Community of West African States) in Ivory Coast, and by the USA, France and Canada in Haiti.

### **Increasingly insecure environment for UN peacekeeping operations**

The UN is not only facing growing demand for peacekeeping missions, it is also having to operate in increasingly difficult circumstances. The creation of an early warning system and an analysis structure would substantially enhance the capability of the UN to prevent and resolve crises. In this way it would also be able to provide its personnel with increased security. Such a structure could also simplify the decision-making process for UN bodies so that they would no longer have to rely on information from national intelligence services. However, proposals of this sort awaken the mistrust of some



Southern countries, which suspect that intelligence activities may be carried out contrary to their national interests, and for this reason the results of attempted moves in this direction have proved disappointing to date.

In view of the increasing dangers to which UN personnel are being exposed, the Secretary-General recommended the creation of a new security department in the Secretariat of the United Nations in New York. He also began the task of equipping the UN with a comprehensive and uniform security management system. The majority of Member States support this move, but it will significantly burden the UN budget.

Another measure proposed by the Secretary-General within the scope of the ongoing reform efforts concerns the option of deploying strategic reserves in peacekeeping operations. These could intervene in order to prevent splinter groups, insurgents or similar disruptive elements from endangering the progress of a peace process that enjoys the support of the main involved parties.

### Contributions by Switzerland

In terms of the provision of personnel, Switzerland's commitment within the scope of UN peacekeeping operations remains unchanged versus the prior year. Approximately 40 military observers and civilian police officers are currently in action: 9 military observers are located in

the Middle East, 5 in Korea, 4 in Georgia, 3 on the border between Ethiopia and Eritrea, and 2 in the Democratic Republic of Congo, while civilian police officers are on duty in Kosovo (8), the Democratic Republic of Congo (3) and Georgia (2). Switzerland also continues to provide soldiers in three operations approved by the UN but under the command of NATO or the European Union: in Kosovo (approval of the deployment of up to 220), in Afghanistan (up to 4) and in Bosnia and Herzegovina (up to 20). Furthermore, Switzerland sends personnel to the UN headquarters in Geneva and New York who assume conceptual tasks, and is actively involved in UN missions to co-ordinate the removal and destruction of landmines: Ethiopia/Eritrea (2), Sudan (1), Sri Lanka (1), Chad (1), Near East (1), Albania (1).

As a Member State of the UN, Switzerland makes its obligatory financial contribution towards peacekeeping operations. In accordance with the new allocation scale for UN Member States, its contribution for 2004–2006 is 1.197% of the UN regular budget (versus 1.274% in 2003). In view of the increase in UN peacekeeping operations and associated personnel in 2004, Switzerland's financial contribution to the 2004 peacekeeping budget rose considerably to around 54 million Swiss francs. The Federal Council therefore had to petition Parliament to approve a supplementary credit of 5.358 million Swiss francs. The amount of the obligatory contribution to the budget for peacekeeping op-

erations depends on the number of operations and involved personnel, which is subject to considerable fluctuations. Another problem is that the UN's billing procedure does not follow a strict schedule, and this can lead to differing contributions in the budget within a given three-year period. The amount of 74,944,600 Swiss francs that has been quoted in the 2005 budget as Switzerland's obligatory contribution to the UN will not allow us to pay all amounts that will be billed by the UN for peacekeeping operations in 2005. This means that the envisaged amount in the 2006 financial plan will have to be adjusted.

Despite Switzerland's significant (mandatory) financial contribution, its commitment in favour of UN peacekeeping operations in other areas remains limited in view of the UN's requirements.

At the request of the UN Secretary-General, Switzerland donated the authorities of Sierra Leone with 260 decommissioned army vehicles. The vehicles were delivered in co-operation with the UN and international partners, and the necessary training was carried out on location in Sierra Leone.

## HUMAN SECURITY

Since the end of the Cold War, the UN's capacity to act has increased considerably in the areas of peacekeeping and conflict resolution. It is not least thanks to the commitment of the UN that the number of civil wars throughout the world has fallen by 40% since the middle of the 1990s after having increased continuously in the previous few decades to surpass the number of international conflicts. In addition, over the past 15 years more internal conflicts have been resolved through negotiation than in the previous two centuries.

On the other hand, the challenges relating to safety and security have grown more complex since the end of the Cold War. For a large number of countries, terrorism and the proliferation of weapons of mass destruction are the greatest threats today. At the same time it is widely acknowledged that these security risks are at their greatest in situations of civil war and state failure, lack of rule of law, poverty and disease. Pollution of the environment and scarcity of natural resources are also among the causes of civil unrest and military conflict.

The paradigm that the state bears primary responsibility for the safety of its own population still applies today. But this concept breaks down if a government

cannot fulfil this obligation or is involved in the conflict itself. Statistics show that, in the 20<sup>th</sup> century, far more people lost their lives at the hands of their own government than through actions by foreign armed forces.

Switzerland welcomes the recommendations of the Secretary-General on promoting the universal application of law, human rights and democracy as prerequisites for global stability. In the coming months, Switzerland – together with like-minded nations – faces the challenge of turning these proposals into practical and effective measures. Resistance will be encountered wherever the concept of human security is equated with the attempt to undermine state sovereignty through international measures aimed at protecting the civilian population. Or wherever international human rights standards are relativised on the pretext of different ways of life or political circumstances.

Human security is one of the main pillars of Switzerland's foreign policy, and is something Switzerland also promotes at various levels within the UN. Its priorities in this area include the promotion of the rule of law and human rights, the struggle against the illegal trade in small arms and light weapons, and against landmines.

Switzerland supports the position of the UN Secretary-General, who regards the strengthening of the framework of international law and the promotion of international human rights standards as an indispensable prerequisite for preserving peace and security. Switzerland has set out to draw the necessary level of attention to these topics in the reform debate within the scope of the Human Security Network.

## Rule of law

One of Switzerland's major concerns is to identify and subsequently close the existing gaps in legislative development within the UN system. The role of the UN in the preservation of peace and security can only be strengthened if the necessary legal basis is secured. It will also only be possible to achieve progress in the area of the rule of law if the UN mechanisms for implementing and monitoring the applicable provisions can be strengthened.

Progress has in fact been achieved over the past few years, for example with the enactment of the Rome Statute and the establishment of the International Criminal Court in The Hague. Switzerland welcomes the most recent accessions to the Rome Statute, which in the meantime has been signed by more than half of all Member States of the UN. And Switzerland is also anxious to ensure that the International Criminal Court receives the funding and support it requires in order to successfully perform its mandate.

A debate is currently in progress at the UN concerning the importance of transitional justice and rule of law in post-conflict societies. Switzerland is actively participating in this debate, for example in the form of statements on this topic in the regular debates of the Security Council, as well as

through direct contacts with representatives of the UN Secretariat. It welcomes the proposals of the UN Secretary-General calling for the institutionalisation and strengthening of the UN's operational capacities in this area. In Geneva it is actively campaigning for the Office of the UN High Commissioner for Human Rights to play a greater role in this connection. A resolution submitted by Switzerland ("Human rights and justice in transition processes"), which was approved by the UN Commission on Human Rights in April 2005, represents an important step here. At the operational level, Switzerland supports the efforts of the International Criminal Tribunals for the former Yugoslavia and Rwanda, as well as the Special Court for Sierra Leone, both financially and in the form of personnel.

Switzerland also wants the Security Council to accept its special responsibility and, if necessary, refer situations in countries that are not signatories of the Rome Statute to the International Criminal Court. This recently occurred for the first time when, on 1 April 2005, the Security Council referred the situation in Darfur (Sudan) to the International Criminal Court.

Within the scope of its UN activities, Switzerland also has to face challenges as-

sociated with its role as the depositary State of the Geneva Conventions. At the request of the UN General Assembly, on 9 July 2004, the International Court of Justice submitted an advisory opinion on the legal consequences arising from the construction of the separation barrier on the Occupied Palestinian Territory, including East Jerusalem and its environs. The advisory opinion states that the construction by Israel of the separation barrier on the Occupied Palestinian Territory and the associated measures are in violation of international law. The Court also found that the 4<sup>th</sup> Geneva Convention and relevant international human rights instruments are applicable in the Occupied Palestinian Territory, and that Israel and Palestine are obliged to observe the provisions of international law.

On 20 July 2004, at an emergency special session the UN General Assembly acknowledged the advisory opinion and with Resolution ES-10/15 it called on all Member States of the United Nations to fulfil all legal obligations cited in the advisory opinion. Furthermore, the UN General Assembly requested all High Contracting Parties of the Fourth Geneva Convention to ensure Israel's compliance with the Convention. It invited Switzerland in its capacity as the depositary State to hold consultations and report to the General

Assembly in this matter, and in particular with respect to the option of convening a conference of the High Contracting Parties of the Fourth Geneva Convention. Switzerland supported this resolution and accepted the mandate with which it was entrusted in its capacity as the depositary State of the Fourth Geneva Convention.

### Promotion of human rights

Switzerland has undertaken numerous efforts over the past few years within the scope of its UN policy aimed at protecting human rights and strengthening the international human rights architecture. Therefore, it submitted a proposal to the High-level Panel on Threats, Challenges and Change concerning the establishment of a Human Rights Council.

Switzerland was encouraged by the fact that the Secretary-General included this proposal in his report on UN reforms, in which he in turn recommends replacing the UN Commission on Human Rights with a smaller, permanent Human Rights Council. He thereby created the basis for a genuine reform, the purpose of which is to strengthen the authority and weight of the UN in the area of human rights.

Switzerland intends to form a Group of Friends for the purpose of campaigning for the creation of a Human Rights Council. For this purpose, on 2 May 2005 it organised an international conference in Lausanne on the topic of UN human

rights reform that was attended by some 60 countries. Together with like-minded nations, it intends to try and create the necessary basis for giving concrete shape to this proposal. To achieve this it will be necessary to hold intergovernmental consultations to clarify a variety of questions such as the size of the proposed Human Rights Council, as well as its composition and mandate. A Human Rights Council will only serve a valuable purpose if it eliminates the weaknesses in the existing mechanisms.

Switzerland supports the idea that the UN needs to be provided with the necessary instruments. It needs to be able to more effectively perform the role of guardian of human rights entrusted to it by the UN Charter. Among other things, this includes increasing the funding for the Office of the High Commissioner for Human Rights from the UN regular budget. Switzerland is also of the opinion that the UN must pay greater attention in the future to strengthening national capacities for implementing international human rights standards.

In his report the UN Secretary-General emphasises the importance of an efficient and smoothly functioning system of human rights treaties and associated monitoring mechanisms (treaty bodies). Switzerland has developed a concept for a unified reporting system, taking the guidelines of the Office of the UN High Commissioner for Human Rights

into account. The aim here is to secure a more efficient and sustainable method of reporting to the respective treaty bodies.

Finally it should be noted that Switzerland held one of the vice-presidencies of the 3<sup>rd</sup> Committee during the 59<sup>th</sup> session of the UN General Assembly.

### The struggle against the trade in small arms and light weapons, and against landmines

Although the joint efforts of civil society and concerned States culminated in a comprehensive prohibition of landmines, there is still no legally binding treaty in place today that prohibits dealing in small arms and light weapons other than for the purpose of combating crime. The UN initiated a negotiation process at the



end of 2003 with the aim of drawing up an international instrument that permits the identification and tracing of illegal small arms and light weapons. The negotiations commenced in February 2004 under Switzerland's presidency.

Switzerland is an active partner in the negotiations, and is campaigning for the creation of an efficient and binding instrument. It is therefore especially pleasing to note that, in his report on reform, the UN Secretary-General calls on the Member States to bring the negotiations to a successful conclusion by the end of 2006 at the latest.

Another of Switzerland's declared priorities is to ensure the elimination of landmines. The first Review Conference of the State Parties to the Convention on the

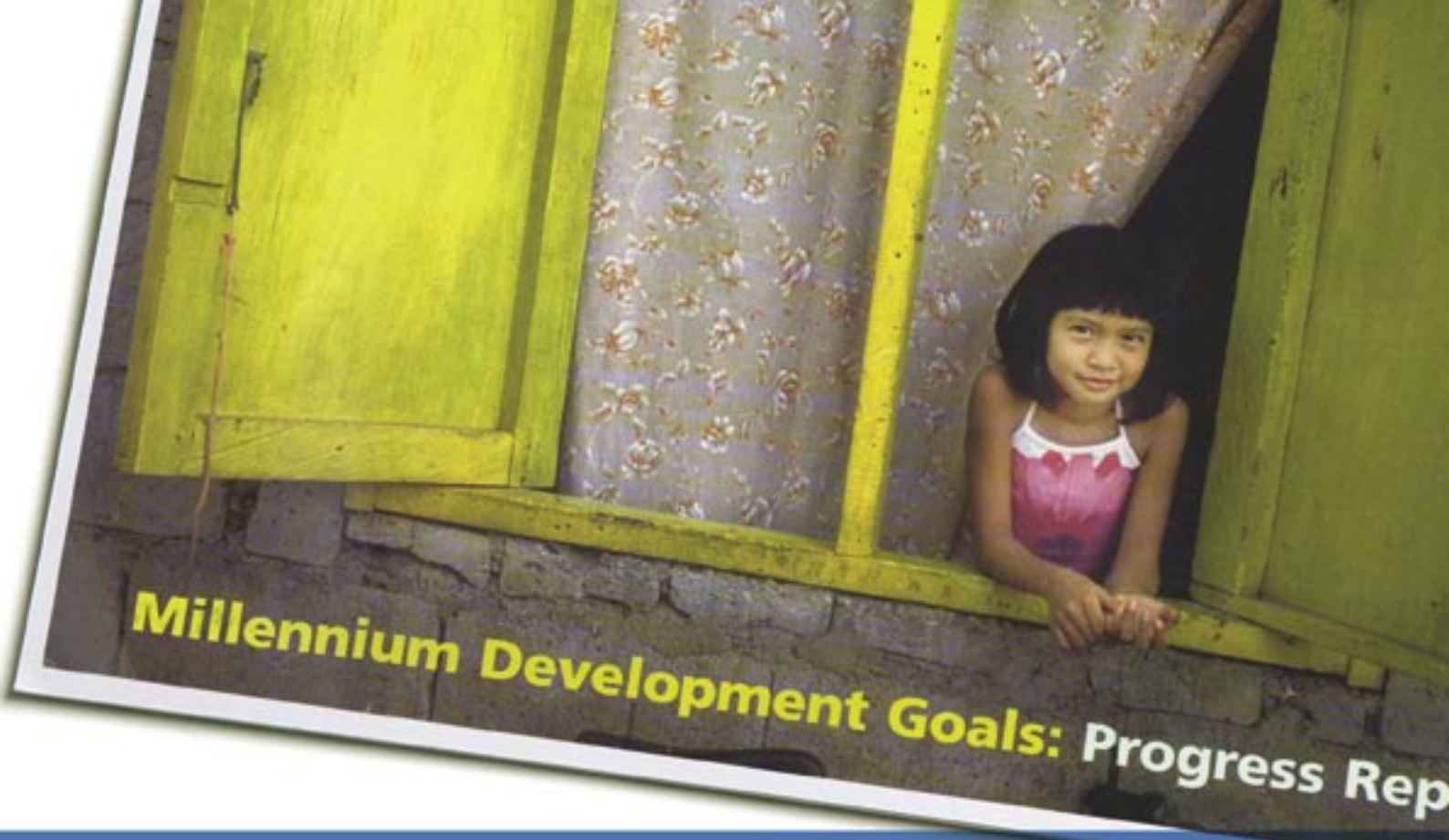
Prohibition of the Use, Stockpiling, Production and Transfer of Anti-personnel Mines and on their Destruction (Ottawa Convention) was held from 29 November to 3 December 2004 in Nairobi. The aim of the Convention is to free the world from landmines within ten years. Switzerland has undertaken to retain at its current level its contribution to the implementation of this Convention.

Within the international network against landmines, Switzerland has chaired the Mine Action Support Group in New York since January 2004 – a group of the most important donor States in the area of landmine clearance. It convenes once a month, and its objective is to promote a strategic dialogue between the UN and the major donor States for programmes relating to landmines.

At the end of November 2003, Protocol V on the Explosive Remnants of War was approved at a conference of signatory States to the Convention on Conventional Weapons (CCW) held in Geneva. The resulting Protocol makes a significant contribution to the protection of civilian populations following the cessation of hostilities. Furthermore, in an initiative launched by Switzerland and other countries, a discussion mandate was approved concerning technical preventive measures for certain types of explosive munitions, including submunitions, and issues relating to the interpretation of some provisions of international humanitarian law. Switzerland also signed a draft set of regulations that more precisely define the use of anti-vehicle mines.



Anti-personnel mines in their most insidious form: colourful and attractive to arouse children's curiosity.



Millennium Development Goals: Progress Rep

# THE MILLENNIUM DEVELOPMENT THEIR IMPLEMENTATION





# GOALS AND



## THE MILLENNIUM DEVELOPMENT GOALS AND THEIR IMPLEMENTATION

More than a billion people – or around one-sixth of the world's population – live in extreme poverty and face a daily struggle for survival. The Heads of State and Government who attended the UN Millennium Summit in September 2000 in New York agreed on the objective to reduce this degree of poverty by half by 2015. At the M+5 Summit to be held five years later (in September 2005), the Member States will be asked to report for the first time on what they have done to date and what still needs to be done to overcome poverty.

In this report, the Federal Council presents its comments on the Millennium Development Goals and their implementation in the area of international co-operation, on its preparations for the M+5 Summit, and on Switzerland's contribution towards the implementation of the Millennium Development Goals.

## THE MILLENNIUM DEVELOPMENT GOALS – THE CENTREPIECE OF THE PRESENT-DAY DEVELOPMENT AGENDA

Since the end of the Cold War, the international community has invested a great deal of effort in coming to a common understanding of the world's most important problems and challenges. The various large-scale UN conferences of the 1990s – for example the Earth Summit in Rio (1992), the International Conference on Population and Development in Cairo (1994), the World Summit for Social Development in Copenhagen (1995) and the World Women's Conference in Beijing (1995) – made a significant contribution towards the development of a new common agenda for international co-operation. Furthermore, they also formed the foundations for the Millennium Declaration, on which the international community was able to reach consensus in September 2000.

By signing the Millennium Declaration, the countries concerned undertook a commitment to fight poverty, to preserve peace, to protect the environment, to observe the principles of human rights and good governance, to provide protection for the weak and to support the United Nations as the central forum and major player in the area of international co-operation<sup>10</sup>.

Eight development goals were subsequently defined on the basis of the Mil-

lennium Declaration. These "Millennium Development Goals" are eight complementary and quantitative objectives that the international community have agreed to attain by 2015. One or more targets were specified for each goal, along with social, economic or environmental indicators.

At the International Conference on Financing for Development, held approximately two years later in Monterrey, Mexico, developing and industrialised nations reached an agreement on how to finance and implement these objectives. In accordance with the "Consensus of Monterrey", they are to be achieved on the basis of "common and shared responsibility": while developing countries are to bear prime responsibility for their development and undertake a commitment to good governance and the consistent fighting of poverty, industrialised nations are to assume special responsibility for ensuring favourable global conditions and the promotion of development, to open their markets, to help heavily-indebted countries reduce their debt burden and to provide additional and more efficient aid. The World Summit on Sustainable Development, which was held in the same year in Johannesburg, approved a global Action Plan to protect the environment and reduce poverty.

Together with the Action Plans drawn up in Monterrey and Johannesburg,

<sup>10</sup> Priorities of the Millennium Declaration:

1. Peace, security and disarmament
2. Development and the elimination of poverty
3. Protection of the environment
4. Human rights, democracy and good governance
5. Protection of the weak
6. Attention to the special needs of Africa
7. Strengthening the United Nations.



the Millennium Development Goals form a balanced consensus that was only reached after lengthy and complex negotiations and which applies to both industrialised and developing countries.

The cited objectives make up the valid global reference framework for international co-operation. For the first time, the international community now has a comprehensive timetable for fighting global poverty that has been accepted by all the relevant players.

- The Millennium Development Goals are quantitative goals to be reached within a specified period to make it possible to measure the degree of progress achieved. In the meantime, detailed recommendations have been put forward regarding their implementation as well as the clear allocation of respective duties and responsibilities.
  - The prime objective of development is the reduction of poverty in its various manifestations (multidimensional poverty elimination). Economic growth is an important means for achieving this goal.
  - Development is systematically understood to refer to sustainable development. An increase in economic productivity has to go hand in hand with ecological responsibility and social solidarity so that meeting the needs of the present-day generation does not occur at the cost of the development options of future generations.
  - A great deal of value is placed on the involvement and integration of civil society and the private sector in the process of formulating and implementing the strategies for fighting poverty that are oriented on the Millennium Development Goals.
  - International development co-operation is understood in a comprehensive sense today. Alongside traditional technical and financial co-operation, it includes the definition and creation of a national and global framework for promoting development, and the formulation and implementation of corresponding coherent financial, trade, economic, social, agricultural, transport, environment and migration policies and strategies.
  - The aim of the Millennium Development Goals is not simply to relieve poverty but to overcome it in its various forms. To achieve these objectives, a co-ordinated and comprehensive approach will be required at a variety of levels.
  - Responsibility for the development and well-being of a country's population lies primarily with that country's government. Outside aid should only take the form of supplementary support.
  - Multilateral organisations, donor states and large NGOs no longer act alone, but rather they work together to support developing countries and help them implement their strategies for fighting poverty.
  - The resolutions and action programmes approved at various large-scale conferences do not lose their validity – on the contrary, they function as important guidelines for specific forms of co-operation.
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## IMPLEMENTATION OF THE MILLENNIUM DEVELOPMENT GOALS TO DATE

Considerable progress has been made since the beginning of the 1990s with respect to fighting poverty throughout the world. The number of people living in extreme poverty has been reduced by around 130 millions, and the infant mortality rate has fallen from 103 stillborn babies per 1,000 births to 88. Life expectancy has risen from 63 to 65.

But figures vary enormously according to region. As before, extreme poverty, famine and high mortality rates of both infants and mothers are widespread in Africa south of the Sahara; HIV/AIDS and other infectious diseases continue to spread rapidly; and there are both open and smouldering conflicts and crises in various regions of the continent. By contrast, considerable progress has been made in Asia, at least in some countries, in implementing the Millennium Development Goals. However, this is primarily attributable to the high rates of economic growth that have been attained in China and India over the past few years. Nonetheless, these countries, too, face major environmental problems as well as increasing social inequality. This means that the growth that has been achieved can hardly be regarded as sustainable. And as before, there are still hundreds of millions of people in Asia living in extreme poverty. South America, the transition countries of Eastern Europe, the

Middle East and North Africa present a mixed picture. There are also enormous variations in the progress that has been achieved in implementing the individual Millennium Development Goals. While the proportion of undernourished people throughout the world is declining slightly and most regions have made progress regarding the availability of basic education for children. Only very little progress has been made regarding equal rights for women throughout the world, and the maternal mortality rate remains very high in all examined regions.

If these trends persist until 2015, the world will not achieve the overall Millennium Development Goals. However, the remarkable and in some cases spectacular achievements in some countries (e.g. India and China), together with certain positive tendencies with regard to some objectives (e.g. access to basic education) give rise to a certain degree of optimism.

## REPORT OF THE UN SECRETARY-GENERAL: "IN LARGER FREEDOM" AND THE IMPLEMENTATION OF THE MILLENNIUM DEVELOPMENT GOALS

In preparation for the upcoming M+5 Summit, the UN Secretary-General drafted a report entitled "In larger freedom: towards development, security and human rights for all". In his report he pointed out the demand for revitalizing consensus on key challenges and priorities and that this consensus should be converted into collective action. He went on to state that humanity will not enjoy security without development, that it will not enjoy development without security and that it will not enjoy either without respect for human rights. By this he meant to emphasize that the world must advance the causes of security, development and human rights together, otherwise none would succeed.

The most important measures proposed by the UN Secretary-General relating to development and aimed at achieving the Millennium Development Goals may be summarised as follows:

**National strategies:** Each developing country with a serious poverty problem should formulate and begin to implement a national development strategy by 2006 that is ambitious enough to meet the Millennium Development Goals by 2015. National strategies should address the main political priorities and the most im-

portant areas of public investment: rural development, urban development, health-care systems, education, environment, gender equality science, technology and innovation.

**Development financing:** Official assistance for development needs to be more than doubled over the next few years. Here, donor states do not have to enter into new commitments – meeting their existing ones would be sufficient. Those industrialised nations that have not already done so should draw up schedules for reaching the target of 0.7% of GNI for official development aid by 2015 at the latest, and the interim target of 0.5% of GNI by 2009. It would be possible to achieve this increase by introducing an international

financing facility. However, other innovative sources of development financing should be examined at the same time in order to substantially and efficiently support countries that endeavour to reach the cited targets by 2015. The Secretary-General is also proposing a variety of actions aimed at achieving rapid results (“Quick Wins”) – relatively low-cost initiatives that have the potential to yield very beneficial effects in the short term and save millions of lives, for example free distribution of mosquito nets treated with insecticides. He is also calling on donor states to supply special funds such as the Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM) with sufficient resources to allow them to take truly effective action.

**Trade:** The Doha Round of trade negotiations is expected to be concluded by the end of 2006, and it is essential that developing countries – in particular the world’s poorest nations – are able to benefit. In an initial stage, Member States should grant access to their markets without taxes and quotas for all exports from the least developed countries.

**Debt relief:** The capacity to bear debt should be re-defined as the amount of debt that permits a country to reach the Millennium Development Goals by 2015 without increasing its level of debt.

“Quick Wins” in development aid: Millions of lives can be saved in very simple ways such as distributing mosquito nets treated with insecticides.



Furthermore, new measures need to be taken to secure ecological sustainability. Scientific progress and technological innovation have to be utilised in order to slow down climate change. A more inclusive international framework for stabilising greenhouse gas emissions will be required for the period after 2012, i.e. after the expiry of the Kyoto Protocol, to allow all major emitters in both developing and industrialised countries to be involved. Additional measures will also be required for combating desertification and preserving biological diversity.

The Secretary-General's report also contains recommendations concerning the monitoring and control of infectious diseases, the creation of an early warning system for natural disasters, and more efficient co-operation in controlling migration in everyone's interests.

The international community has largely received the Secretary-General's report in a positive light. While the majority of industrialised nations have praised the way in which he emphasises the interdependence between development, security and human rights and the balanced nature of the proposed measures package, a large number of developing countries have expressed scepticism regarding this interdependence, and would also have preferred a stronger focus on development.

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## PREPARATION FOR THE M+5 SUMMIT FROM SWITZERLAND'S POINT OF VIEW

The summit meeting between Heads of State and Government of UN Member States to be held in September 2005 will mark the culmination of a lengthy process and a series of consultations that have characterised 2005 as a "key year". Switzerland is actively participating in the preparations for this major event, as well as in the search for consensus on solutions to the biggest problems and challenges facing the international community.

Preparations for the M+5 Summit were the focus of attention at the 23<sup>rd</sup> session of the Governing Council of the UN Environment Programme that was held from 21 to 25 February in Nairobi, and at which Switzerland was represented at a high level. Federal Councillor Pascal Couchepin headed the Swiss delegation at the 49<sup>th</sup> session of the UN Commission on Women that was held in New York from 28 February to 1 March 2005, and which drew up a balance concerning the implementation of the Action Plan that was approved ten years ago at the World Women's Conference in Beijing. This session also defined the priorities for the next few years. Federal Councillors Hans-Rudolf Merz and Joseph Deiss attended meetings of the IMF International Monetary and Financial Committee (IMFC) and the

Development Committee of the World Bank on 16/17 April. Switzerland was also represented at a high level at the ensuing meeting between the Bretton Woods institutions and the UN Economic and Social Council held on 18 April 2005 in New York. Furthermore, Switzerland will be participating in the high-level dialogue on Financing for Development to be held at the end of June, and at the ensuing high-level segment of the Economic and Social Council in New York. Both meetings will be devoting attention to various aspects relating to the implementation of the Millennium Development Goals. The second World Conference of Speakers of Parliament will be taking place in September in New York, and Switzerland will be represented by Thérèse Meyer (President of the National Council) and Bruno Frick (President of the Council of States). Like the first conference which was held on the occasion of the Millennium Summit, this one will set out to bring national parliaments closer to the United Nations and other international forums via the Interparliamentary Union. The results of this conference will flow into the activities of the Summit, at which Switzerland will be represented by the President of the Confederation, Samuel Schmid.

In addition to these formal processes, preparations for the September summit are being determined by various initiatives and simultaneously organised infor-

mal discussions with the aim of achieving progress with negotiations in a variety of areas. The USA and the UK already initiated proposals to cancel all foreign debts of highly indebted poor nations in the run-up to the annual assembly of the Bretton Woods institutions in October 2004. The EU has also documented its readiness to increase official development assistance. In view of the Millennium Development Goals, in mid-April 2005, the EU Commission proposed the following step-by-step procedure: by 2010 the EU raises its current overall level of official development assistance of 0.56%, rising to 0.7% by 2015. In concrete terms this means that all 15 pre-2004 Member States would have to increase their level of aid by 0.51%, by 2010 while the 10 new EU members would have to reach the level of 0.17%. The intention expressed by Prime Minister Tony Blair for the upcoming G-8 Summit under the presidency of the UK to focus on climate change and development in Africa sets a clear signal. The report of the Commission for Africa, the conclusions of which are to be examined at the G-8 Summit in Gleneagles from 6 to 8 July 2005, strongly recommends increasing official development aid for Africa by 25 billion US dollars per annum by 2010, and subsequently (following a review of progress to date) by a further 25 billion US dollars per annum by 2015.

## SWITZERLAND'S CONTRIBUTION TO THE IMPLEMENTATION OF THE MILLENNIUM DEVELOPMENT GOALS – BALANCE AND FUTURE DEVELOPMENT AGENDA

Switzerland is involved in long-term partnerships with selected priority countries to fight widespread poverty. For this purpose it places a high value on economic reforms, human rights and good governance. Switzerland also contributes towards the implementation of the Millennium Development Goals through multilateral development co-operation. For example, it contributes significant amounts to debt relief for the poorest countries and pursues a progressive debt relief policy within the scope of the Heavily Indebted Poor Countries Initiative. It has also been providing considerable support in developing a package of international environmental treaties, and within the national context it observes the principles of sustainability. Switzerland recognised the importance for development of information and communications technologies at an early stage and is actively promoting their distribution and use in developing countries. It has also campaigned for the integration of sport as a contribution towards the attainment of the Millennium Development Goals, and co-initiated the launch of the International Year of Sport and Physical Education in 2002. Thanks in part to a large number of committed non-governmental organisations, the degree of awareness

among the Swiss population for development problems in the poorest countries of the world is now very high.

Switzerland has already made a significant contribution to the attainment of the Millennium Development Goals<sup>11</sup>. But its report on its contribution to the implementation of these objectives clearly points out that Switzerland continues to face challenges in a variety of areas. The main focus is on the following four fields of action, which concern the forthcoming M+5 Summit and form an integral part of Switzerland's development policy agenda:

### Coherence of national and international development policy

Trade policy that promotes development and is socially compatible: As a medium-sized trading nation, Switzerland has a strong interest in an open global trading system. As many countries as possible should benefit from the positive effects of the international distribution of labour. For this reason, Switzerland has gradually extended market access for products from the poorest countries, and within the context of the WTO Doha negotiations has spoken in favour of the elimination of export subsidies. However, restrictions continue to apply in the agricultural sector. Switzerland now faces the challenges of bringing its own agriculture into harmony with the principles of market liberalisation in a socially acceptable

and environmentally compatible manner, and maintaining the ecological and multifunctional mandates of agriculture and the high quality of its products in the future at reasonable cost. Within the context of ongoing WTO negotiations, Switzerland is actively seeking an understanding according to which no hierarchy is allowed to exist between trade and environment, but rather the two should reciprocally support one another.

Global environmental problems: Switzerland will persist in its intensive efforts at the national and international levels aimed at implementing international environmental treaties. Together with its partners in industrial nations and developing countries, it is contributing to the protection of ecosystems, the fight against climate change, halting the loss of biodiversity, regulating the use of chemicals more effectively, reducing air pollution, and protecting forests and water resources. For this purpose, clear and measurable objectives need to be formulated on the basis of the results of environmental processes and relevant global conferences. Switzerland is therefore campaigning for comprehensive, coherent, effective and efficient multilateral environmental principles and is supporting their reinforcement and ongoing development.

<sup>11</sup> In the same way as other donor States, Switzerland has prepared a detailed report for the attention of the United Nations concerning its contributions to the achievement of the Millennium Development Goals.

Switzerland has progressively expanded market access for products from poor and least developed countries.



**International health risks:** The setbacks to development over the past few years as the result of the rapid spread of HIV/AIDS and the global threat from infectious diseases have led to an increased focus on international healthcare policy. As a country with a highly developed and globally active pharmaceuticals industry, Switzerland is in a good position to secure access to essential drugs for developing countries while abiding by the general principles of patent rights. In line with the 2003 agreement with the WTO, Switzerland is currently revising its patent laws in order to permit the export of protected drugs under compulsory licences to developing countries that do not have sufficient production capacities in the area of pharmaceuticals. The Federal Council is expected to submit the corresponding bill to Parliament in the course of 2005, so that the parliamentary consultation process can take place in 2006.

**Migration and development:** Switzerland is fully aware of the growing importance of migration as a source of additional flows of funds, and a means of knowledge transfer for developing countries. It is therefore actively involved in international initiatives (e.g. the Berne Initiative) aimed at more effectively managing migration. To develop a coherent migration policy and work with origin and transit countries towards legal migration, Switzerland intends to examine the recommendations of the report of the Global Commission on International Migration (GCIM) from the point of view of development-related measures. The GCIM is to submit its report to the UN Secretary-General in October 2005. The proposals contained therein will be important for the high-level dialogue on international migration and development within the scope of the 61<sup>st</sup> session of the UN General Assembly in 2006.

### Development financing

**Official development assistance (ODA):** In 2003, Switzerland's ODA amounted to 0.39% of its gross national income GNI. In line with a large number of Member States of the OECD Development Aid Committee, on 18 May 2005, the Federal Council resolved to modify Switzerland's method of calculating its ODA. The aim of this adjustment is to provide a complete and more accurate picture of Switzerland's efforts in the area of development aid. Accordingly, for 2004, Switzerland's ODA increased to 0.41% of its GNI. At present, five Member States of the OECD Development Aid Committee – Norway, Sweden, Denmark, the Netherlands and Luxembourg – already significantly exceed the UN target of 0.7% of GNI. While Belgium, Ireland and Finland expect to achieve this target by 2010, other countries such as France, the UK, Spain and

As a country with a global pharmaceuticals industry, Switzerland can improve developing countries' access to important medicines.



Germany have announced that they will attempt to do so by 2015, thereby fulfilling the commitment they entered into at the Monterrey Conference on Financing for Development, at which Switzerland confirmed that it intended to increase its ODA to 0.4% of its GNI by 2010. The development of Switzerland's ODA for the period from 2006 to 2008 will be based on the applicable budget, subject to the financing of cohesion contributions. The Federal Council will re-examine the situation at a later date and subsequently decide on the development of the volume of Switzerland's ODA for the period from 2009.

Access to new funds through alternative financing methods: The targeted increases in ODA have come up against domestic budget limitations (at least in the short term), and this applies not only in Switzerland. For this reason, a variety of alternative financing mechanisms have been undergoing examination at the international level for some time already. These range from global taxation via the International Finance Facility (IFF) of financial transactions, of aviation fuel and arms trading through to voluntary taxes on computers, credit cards and airline tickets. Switzerland is fundamentally opposed to global taxes as well as propos-

als for a global international financing mechanism for financing the Millennium Development Goals.

Debt relief: Despite numerous measures at the bilateral and multilateral levels (even despite partial implementation of the HIPC initiative), a large number of developing countries remain heavily indebted. In view of this, discussions are currently in progress concerning the need for additional measures to reduce debt to an acceptable level, i.e. one that would not prevent the attainment of the Millennium Development Goals. On the one hand, the new operational framework

A goal set by the UN for its member States: 0.7 per cent of gross national income (GNI) for development aid.





defined by the international financing institutions should permit the international community to take better account of the debt capacity of recipient countries when making their financing decisions. Switzerland is in favour of the consistent application of this framework. And on the other hand, a variety of proposals have been put forward aimed at relieving poor countries of their debt to the international financing institutions. Switzerland is participating in the debate on granting further debt relief for developing countries.

Resources other than official development assistance: Alongside official devel-

opment aid, private resources play a crucial role for developing countries. These encompass direct foreign investments, migrant remittances, as well as donations to non-governmental aid organisations. Switzerland is aware of the importance of these flows of funds, and wants to work together with the private sector and civil society to improve and promote the laws governing these activities.

To achieve the Millennium Development Goals, development co-operation must be optimised in a number of different ways.



### **Effectiveness of development aid**

In order to achieve the Millennium Development Goals by 2015, it is crucial at the international level that donors – within both the bilateral and multilateral frameworks – target their development aid contributions more precisely, and consistently align their programmes to the needs and priorities of the recipient countries. It is also essential to simplify the implementation of development aid by improving the co-ordination of the practices and procedures of donor and recipient countries as well as of multilateral agencies. In particular, this concerns the

co-ordination of finance management, evaluation of monitoring and procurement of resources. Furthermore it is important to work towards the most efficient distribution of tasks among the various donors. These efforts were formulated for the first time in the form of a declaration made at a conference held in Rome in 2003. In spring 2005 in Paris, progress achieved to date was evaluated and used as the basis for formulating principles. Switzerland fully supports the ongoing efforts to improve the degree of co-ordination between the various players in the area of development co-operation.

### **Good governance and promotion of democracy**

**Global governance and multilateralism:** In view of developments in international relations there is an ever increasing number of problems that can no longer be resolved bilaterally, but which can only be settled through international co-operation. Switzerland recognises the central role played by multilateral institutions in solving global development issues. It is actively participating in programmes aimed at improving economic and social conditions as well as multilateral initiatives in the areas of environment, educa-



tion, security and healthcare. It supports through reforms efforts to improve the efficiency of multilateral institutions and their capacity to act, and is also anxious to secure a suitable level of co-determination and participation in multilateral institutions for developing countries.

Promotion of democracy and creation of institutions: The market reform agenda has to take sufficient account of the institutional framework in which the reforms are implemented. The promotion of democracy is a central element of development, peace and security policy.

Strengthening democracy through external support is a complex and difficult process, and those countries that have met the required preconditions – fast-track countries – should receive additional support.

Coherent aid to fragile states, failing states and states in recovery: Sustainable national and international security is barely possible without development. Fragile states and crumbling societies whose socioeconomic development is hampered due to political conditions are a source of cross-border security risks

today. International support for fragile states and the transformation of war economies into peace-time economies require especially close co-ordination of the players involved in conflict situations.

The Federal Council regards these areas of action as part of Switzerland's development policy agenda. They influence its preparations for the September 2005 M+5 Summit as well as its future policy on achieving the Millennium Development Goals.

**INTERNATIONAL ORGANISATIONS  
OUR COUNTRY'S HOST NATION PO**



The image is a collage. At the top left, a red and white triangular speed limit sign is partially visible. To its right, two surveillance cameras are mounted on a metal pole. The background is split into a blue upper half and a white lower half. In the bottom left, there is a photograph of a modern building with a glass facade, surrounded by trees and a road. The text 'IN SWITZERLAND AND' is written in white on the blue background, and 'POLICY' is written in white on the white background.

# IN SWITZERLAND AND POLICY

Switzerland can look back on a lengthy tradition as host nation to numerous intergovernmental organisations and a location for holding conferences and multilateral meetings. These roles provide it with a valuable opportunity for implementing its foreign policy and safeguarding its interests.

The Federal Council wants to ensure that, as a host nation, Switzerland is able to offer a high quality platform, and it therefore promotes a policy based on clearly defined objectives. Pragmatic implementation of this policy, especially in the area of the recognised competencies of Geneva as the seat of international organisations, can contribute towards Switzerland's sound reputation.

Switzerland has certain special obligations towards the organisations it hosts on its sovereign territory, for example granting privileges and immunities, as well as special responsibility in the area of security. The latter has become especially relevant since the events of 11 September 2001, and even more so following the attack on UN personnel and facilities in Baghdad in August 2003. The new reality is now an integral part of the ongoing discussions on the security of UN personnel and facilities in Geneva.

## MULTILATERAL CO-OPERATION IN INTERNATIONAL ORGANISATIONS BASED IN SWITZERLAND: MAIN TOPICS

### UN reform process and Geneva as a seat of international organisations

The ongoing reform process at the United Nations has also had an impact on activities at the UN Office in Geneva. In light of the series of important meetings at the New York headquarters and the desire expressed by a majority of Member States to simultaneously hold the conference of the Economic and Social Council (ECOSOC) and the high-level dialogue on Financing for Development at the General Assembly in New York, Switzerland was unable to resist the transfer of the 2005 ECOSOC conference to New York. However, it succeeded in gaining confirmation of the principle that in future these meetings will be held alternately in Geneva and New York. Furthermore, Switzerland succeeded in receiving the assurance that ECOSOC is to return to Geneva in 2006 and 2007 as compensation for this unexpected transfer. The strategy of the Federal Council to promote the role of Geneva is generally based on a realistic and pragmatic principle that takes account of the recognised pool of competency in place in Geneva.

It is pleasing to note that the deliberations set out in the Secretary-General's report often call for the strengthening of

organisations already based in Geneva. In the area of healthcare, for example, the broadly used definition of security that emphasises the necessity for combating pandemics (HIV/AIDS, malaria, influenza, etc.), or the concept of Quick Wins<sup>12</sup> outlined by Kofi Annan in his report speak in favour of strengthening the UN health organisations in Geneva (WHO, UNAIDS, Global Fund to Fight AIDS, Tuberculosis and Malaria<sup>13</sup>).

In the debate on issues relating to migration, the Secretary-General underscored the necessity of providing the High Commissioner for Refugees with the required funds for fulfilling its mandate. And as already mentioned above, Kofi Annan also adopted Switzerland's proposal for the creation of a Human Rights Council. Switzerland now needs to closely monitor the various tasks associated with these proposals to ensure that their implementation does not give rise to a transfer of activities from Geneva to New York.

Geneva has also achieved significant success in an area that Switzerland regards as highly important, namely environmental protection: at the first conferences of the States parties to the Rotterdam Convention (PIC)<sup>14</sup> and the Stockholm Convention (POP)<sup>15</sup> it was resolved to base the secretariat of the PIC Convention in Geneva and Rome, while the secretariat of the POP Convention would be based solely in Geneva.

<sup>12</sup> Immediate measures aimed at achieving quick results in various areas of development, i.e. relatively low-cost initiatives with the potential for producing significant results in the short term and saving millions of lives; for example the distribution of mosquito nets treated with insecticides.

<sup>13</sup> Switzerland signed a Headquarters agreement with this organisation on 13 December 2004.

Thus for the first time in quite a while Switzerland was able to attract new inter-governmental organisations to Geneva in competition with other offers.

In order to continue providing attractive conditions for international organisations despite increasing competition, Switzerland will also need to actively campaign in favour of Geneva as a suitable location. This especially applies in the area of environmental policy, since other cities are submitting extremely attractive offers (especially from a financial point of view) for hosting existing and new institutions or organisations, and various secretariats periodically re-examine and question Geneva as their domicile. Switzerland will therefore need to promote synergies between the various institutions in Geneva and further strengthen the Geneva environmental network.

In February 2005 the Earth Observation Summit in Brussels chose to establish the seat of the newly founded intergovernmental “Group on Earth Observation” at the secretariat of the World Meteorological Organisation (WMO) in Geneva. This decision also represents a strengthening of Geneva’s importance in the area of environmental protection.

### Finance and management issues

In an environment of depleting resources, the Federal Council places high value on auditing and supervisory functions and

on the optimal financial planning and management of international organisations. As both a donor country and a host nation, Switzerland is affected twice in this respect.

As a member of the Geneva Group, which comprises the 14 biggest financial contributors to the UN system, Switzerland sets out to ensure the efficient deployment of funds, setting of priorities and good governance within international organisations. It pays special attention to this fact in connection with safeguarding its own interests. At present, the focus of attention is on two specialised UN agencies in Geneva.

For the World Intellectual Property Organisation (WIPO), the general situation and environment have changed significantly over the past few years. This organisation primarily finances itself through revenue from fees relating to the international treaties it manages in the area of intellectual property rights. The contributions to be paid by Member States are based on a percentage system, but account for only a minor portion of the budget. To illustrate the problem: the WIPO budget for the current two-year period is around 500 million Swiss francs, of which only 35 million Swiss francs come from contributions from Member States. Thanks to substantial revenue from fees, WIPO was able to build up a large amount of equity capital over a period of many

years, and was thus in a position to finance extensive investment projects.

Most of its income comes from international patent protection treaties (e.g. the Patent Co-operation Treaty, or PCT). The PCT fees have been reduced several times since 1997 as the result of pressure from a variety of Member States. Moreover, growth in patent registrations has stagnated over the past four to five years in comparison with the past decade. The combination of these two factors has resulted in a noticeable fall in revenue, yet WIPO now faces a variety of large-scale investments in infrastructure projects (e.g. construction of an additional administration complex, updating of its data processing systems) that were initiated during a period when its financial situation was still very buoyant. In the next few years its main challenges will be to carry out cost-cutting and redimensioning measures, and adapt the organisation to the changed financial circumstances. Switzerland is supporting the various efforts that will be required, since they form the basis on which WIPO will be able to continue performing its duties in the future.

One of the investment projects carried out by WIPO in the past few years concerned the comprehensive renovation of one of its office buildings. In connection with this project the Geneva authorities are currently conducting a criminal in-

<sup>14</sup> The Rotterdam Convention (PIC) regulates the import and export of pesticides and hazardous chemicals. For the products covered by the Convention it stipulates that no exports may take place unless the country of destination has been suitably informed about the potential hazards of the product concerned and has given its prior consent in awareness of the facts (PIC stands for prior informed consent). The list currently comprises approximately 30 pesticides and 11 chemicals.

<sup>15</sup> The Stockholm Convention (POP), which was drawn up under the leadership of the UN Environment Programme, sets out to protect people and the environment against pollution from persistent organic pollutants, or POPs).

vestigation into a suspected case of bribery payments relating to the award of the contract to a consortium of construction companies. A number of current and former WIPO employees have been questioned as witnesses to date.

The Geneva justice authorities are also conducting a criminal investigation against a former director of the World Meteorological Organisation (WMO) suspected of committing fraud involving millions of Swiss francs. The WMO lifted the diplomatic immunity of the person concerned in November 2003 so that it could report the suspected offence to the police. Under the leadership of its new Secretary-General, who assumed office in 2004, the WMO is currently engaged in significant efforts aimed at bringing about a comprehensive reform of the organisation. As a member of the Executive Council, Switzerland is fully supporting this project and is closely monitoring its progress.

Switzerland's commitment at the multilateral level to sound and transparent business management and the conscientious use of funds is also apparent in another area, namely auditing of accounts for international organisations. The Swiss Federal Audit Office (SFAO) traditionally performs the function of external auditor for a variety of international organisations. In some cases this task is already laid down in the statutes of the organisation concerned, while in other

cases it has been entrusted to the SFAO through a resolution passed by Member States that is valid for a specified period of time.

Among international organisations based in Switzerland, the SFAO currently performs such mandates for the European Free Trade Association (EFTA), the International Telecommunications Union (ITU), the World Organisation for Intellectual Property (WIPO), the Universal Postal Union (UPU) and the Intergovernmental Organisation for International Carriage by Rail (OTIF)<sup>16</sup>. The expertise and professionalism of the SFAO are greatly valued among the Member States. The fact that, two years ago, the Member States asked the SFAO to prepare an extraordinary report on the anticipated costs associated with the construction of a new administrative building for the WIPO<sup>17</sup> is a clear indication of the esteem it enjoys. The findings and analyses contained in this report paved the way for a solution for proceeding with the project.

In view of its special status as a financial supervisory body independent of the administration, the distinction has to be made between the SFAO and the Swiss delegations to the international organisations, but its work in the area of external auditing creates valuable goodwill for Switzerland. The performance of its mandates results in significant costs for the SFAO, but in turn it benefits from exchanges and from new findings that it is

able to obtain from its experiences in a changing international environment. For Switzerland as host country, the SFAO provides it with a good opportunity to demonstrate its commitment to the international organisations.

<sup>16</sup> In addition to the mandates for the international organisations based in Switzerland and cited in the report, the Swiss Federal Audit Office (SFAO) also performs audits for the following international organisations that are not based in Switzerland: International Organisation of Supreme Audit Institutions (INTOSAI), Council of Europe Development Bank (CEB), Agence Intergouvernementale de la Francophonie (AIF), European Space Agency (ESA).

<sup>17</sup> This is a different project to the one cited above in connection with which the Geneva authorities are conducting a criminal investigation.



## HOST NATION POLICY

### Security of international organisations

The issue of security has been of central importance to the UN as well as to other international organisations since the events of 11 September 2001 and the attacks on the UN in Baghdad in August 2003. For international organisations, the provision of a high level of security by the host nation has therefore become a decisive factor in their choice of Headquarters.

As host nation to numerous international organisations, Switzerland is particularly affected by this need for increased security. It pays close attention to associated negotiations in the various organisations, and discusses its own position with other host nations. Security of international organisations was also the subject of a recent parliamentary motion (Saudan interpellation, 04.3344, recorded on 22 September 2004).

Switzerland is obliged by the provisions of international law to protect international organisations based within its sovereign territory. In accordance with international practice, the host nation is required to take the necessary measures to ensure security outside the perimeter of the property concerned, while the organisation itself is responsible for protecting the occupied premises, including the surroundings and fencing. This solution has long since been standard practice,

not only in Switzerland but also in other host nations to UN bodies. As a member of many international organisations, Switzerland sets out to ensure that each one budgets sufficient funds for financing the necessary measures to enhance its internal security. But if analyses by experts from the organisation concerned and by specialists from the Federal Government and the Cantons should indicate that structural measures are required to secure the perimeter of the premises, Switzerland is obliged to take immediate action.

In the course of the past few months, the UN carried out comprehensive examinations to assess the level of physical protection of its offices throughout the world. The head offices and subsidiaries of all UN organisations and institutions are obliged to take any measures that may be required to ensure that their security arrangements fully comply with the "head office minimum operating security standards" (H-MOSS) that recently became applicable to the entire UN system. Secretary-General Kofi Annan issued a report in autumn 2004 containing proposals for the reorganisation of security measures within the UN system, and in December that year the General Assembly approved initial resolutions concerning the implementation of the new concept.

In this connection the General Assembly accepted the Secretary-General's recommendation to create a new security management system under the umbrella

of a Department of Safety and Security that would replace the existing and highly fragmented security structures. The new Department is headed by an Under Secretary-General who is responsible for the security of more than 100,000 UN personnel and some 300,000 family members in more than 150 UN duty stations throughout the world. As before, security directly on location is the responsibility of the local personnel concerned, i.e. in the case of the UN Headquarters in Geneva, its Director's. With the high level of professional expertise that goes hand in hand with this move it will be possible to decentrally acquire new security-related data that can then be systematically evaluated by a unit specialising in the analysis of risks and threats. With respect to financing, the Secretary-General proposed that all security-related costs could be covered by the regular budget. This would simplify the budgeting of funds for this critical area and reduce the complexity of the financing process. However, it was decided to abide by the existing method of cost allocation to UN funds, programmes and special organisations until further notice, largely due to pressure from the G-77 countries. The sum of 53 million US dollars was approved for the new security management system and additional structural measures. 56 new jobs (and an additional 13 million US dollars) were budgeted for security measures at the UN Headquarters in Geneva, in addition to the 16 million US dollars that had already been approved for Geneva in spring 2004.

In order to review and, where necessary to adapt the security arrangements for UN institutions in Switzerland, the relevant federal, cantonal and municipal authorities are working closely together with the organisations concerned. Upon request, Switzerland assists international organisations based on its sovereign territory in evaluating the security situation and defining suitable measures to enhance the level of security. As far as the protection of diplomatic missions is concerned, Swiss police and army units have been performing the important task of guarding missions considered to be especially sensitive for a number of years.

A special working group has been examining the security situation at the UN Headquarters in Geneva (Palais des Nations) for some time, and the measures it has declared to be necessary are currently being implemented. Due to the spacious surroundings of this complex, the measures to date have focused exclusively on ensuring security inside the perimeter, and are therefore the responsibility of the UN. Since 2002 the General Assembly has approved some 30 million Swiss francs for structural security measures. In the

respective negotiations, Switzerland supported each of the budgets proposed by the UN Secretary General, and ensured that the necessary building permits were issued without delay.

Several UN specialised agencies based in Geneva are currently reviewing their on-site security arrangements. Some have already informally asked Switzerland for assistance from the federal security services in analysing the current situation. Although no formal requests are pending at this time, Switzerland has to anticipate further costs relating to the enhancement of external security.

A number of major international organisations in Geneva occupy buildings that belong to the Building Foundation for International Organisations (FIPOI), a private-law foundation operated jointly by the federal government and the Canton of Geneva. In response to requests from a variety of organisations, the Board of Trustees of the FIPOI set up a working group in June 2004 comprising representatives of the City of Geneva, the Canton of Geneva and the Federal Government. The working group's mandate

is to examine the security of the international organisations housed in buildings in Geneva belonging to FIPOI, and to determine which measures are required to enhance their external security. For two priority buildings a concept was developed with the aid of FIPOI and a number of architects, and it is currently being implemented. The two buildings are the Montbrillant complex, seat of the UN High Commissioner for Refugees, and Palais Wilson, which houses the Office of the UN High Commissioner for Human Rights. The associated costs are being shared by the Federal Government and the Canton of Geneva. Measures are also being examined for a number of other buildings belonging to FIPOI (e.g. International Environment House).

Among the international organisations in Switzerland that are not part of the UN system, the focus of the ongoing security debate is above all on the World Trade Organisation (WTO). Its readily accessible lake front location poses a major security challenge. In the course of 2004 the WTO developed a comprehensive security concept based on the criteria defined by the UN. It also takes account of

Switzerland is required to contribute to ensuring the security of the international organisations based on its territory.

the contractual commitment towards WTO on the part of the Canton of Geneva to build a new multi-storey car park. The federal security service is in agreement with the various conclusions and recommendations. The next step will be to decide which external security measures are required, i.e. measures for which the host nation bears responsibility. The associated negotiations between the relevant Swiss authorities and WTO are still in their early stages. The measures concerned do not encompass the planning of an extension to the existing complex.

In order to fulfil its obligations relating to the external security of international organisations in accordance with the provisions of international law, Switzerland has to anticipate extraordinary expenditure over the next few years. This gives rise to the question of how the required financing is to be shared between the Federal Government and the Canton of Geneva. Negotiations on this question are currently in progress. The Federal Council will notify Parliament in due course about the additional federal funding that will be required.



## Infrastructure

Switzerland is committed to ensuring that international organisations in Switzerland have an attractive choice of premises. In this connection, the Building Foundation for International Organisations (FIPOI) plays a central role in Geneva and its broader surroundings.

There are currently two major construction projects in progress in Geneva, both of which are to be financed, as is traditionally the case, via an interest-free Federal Government loan to FIPOI. Construction work on new premises for the World Health Organisation (WHO) and the UN HIV/AIDS Programme (UNAIDS) commenced in August 2004 and is expected to take approximately two years. The associated Federal Government loan of 59.8 million Swiss francs was approved by Parliament in December 2003. Good progress has been made with the planning process for an extension of the World Trade Organisation complex. Certain architectural modifications that were required after completion of the competition procedure gave rise to a slight delay, but the definitive plan was approved by the WTO General Council in November 2004. In view of the changed security situation, the project is now being reassessed from a security point of

view. Thanks to strict adherence to budget considerations by both the WTO and Switzerland as host nation, it should be possible to keep the construction costs within the limits (50 to 60 million Swiss francs) originally specified at the beginning of the planning process.

Another FIPOI construction project concerns an extension for the International Union for the Conservation of Nature and Natural Resources (IUCN) or World Conservation Union in Gland (canton of Vaud). An initial loan of 2 million Swiss francs has been approved for the planning stage from the Foundation's budget. This is the first construction project outside the canton of Geneva to be financed through a FIPOI loan. An amendment to its statutes in 2004 allowed FIPOI to also operate in the canton of Vaud in clearly specified cases. Negotiations are currently in progress between the Federal Government, the Canton of Geneva and the Canton of Vaud concerning the adoption of the latter as the third partner in FIPOI. This move can only take place once all questions concerning the safeguarding of the financial interests of the Federal Government and the decision-making mechanisms within the extended FIPOI Board of Trustees have been clarified.

The situation with respect to available residential premises is somewhat more problematic, since the market in Geneva and its environs remains very tight. But here the Federal Government does not possess the necessary authority to act.



Construction of the new World Health Organisation (WHO) building in Geneva.



# CONCLUDING REMARKS

## **SWITZERLAND CAN MORE EFFECTIVELY ACHIEVE ITS FOREIGN POLICY OBJECTIVES THANKS TO THE UN**

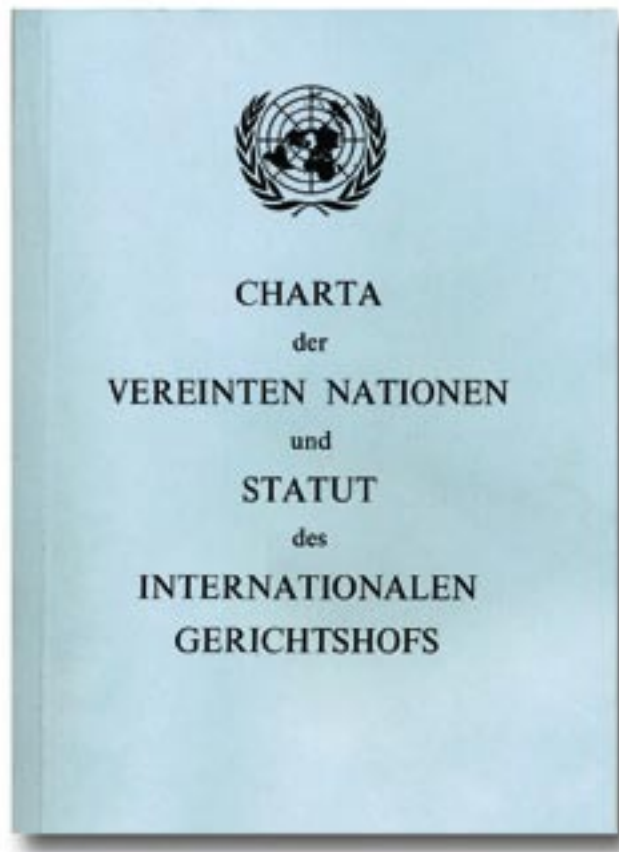
The declared goals of the UN Charter correspond to Switzerland's foreign policy objectives as set forth in the Federal Constitution. The UN makes an essential contribution to stabilising the international system and resolving global problems. For Switzerland it is therefore an important instrument for achieving its foreign policy objectives and safeguarding its interests at the international level.

Switzerland wants to promote peaceful coexistence throughout the world.

- It is therefore committed to reaffirming the system of collective security that is based on the UN Charter, and the authority of the Security Council to decide on the necessary measures for preserving world peace and international security.

Switzerland is committed to promoting human rights and democracy.

- It therefore resolutely supports proposals aimed at strengthening human security, specifically by combating illegal dealing in small arms and light weapons, and the use of landmines;
  - It supports the concept of "responsibility to protect" and the definition of criteria for implementing this concept within the scope of collective action;
  - It aims to persist with its initiatives in the area of transitional justice and to strengthen the role of the UN with respect to promotion of rule of law.
-



The objectives of the UN Charter correspond with those of Swiss foreign policy as enshrined in the Swiss Federal Constitution.

Switzerland wants to help reduce poverty and need throughout the world.

- It therefore takes great care to ensure that its domestic policies cohere with the commitments it enters into at the international level, in particular in the areas of trade, environment, health-care and migration;
- It aims to increase its official development aid in order to make a suitable contribution to international development financing and more effectively support developing countries – specifically the world's poorest nations – in their efforts to achieve the Millennium Development Goals;
- It wants to actively assist in the search for new solutions in the area of debt relief and for ways to promote the flow of

private financial resources to developing countries;

- It is actively supporting efforts at the international level aimed at co-ordinating the practices and procedures of donor and recipient countries, and wants to ensure that its own programmes are more closely aligned to the priorities of recipient countries;
- It is helping to bring about improvements in the areas of governance, management and the financing of the multilateral development organisations of which it is a member. It is also supporting States that make serious efforts towards democratisation, and intends to continue focusing strongly on countries in crisis and on the prevention and settlement of conflicts.

Switzerland wants to promote the preservation of essential natural resources.

- It therefore supports the proposal of the UN Secretary-General to declare the struggle against climate change a central priority in environmental protection, while continuing to focus on the other major challenges in the area of environmental protection;
- It is pursuing its intensive efforts at the national and international levels aimed at implementing international environmental treaties and supporting the definition of a comprehensive international framework for climate protection beyond 2012.



### **PROMOTION OF THE INTERNATIONAL ROLE OF GENEVA**

The special role that Switzerland plays as host nation to international organisations and conferences provides it with the opportunity of more effectively promoting its own interests. The fact that Geneva is an important seat for the UN strongly enhances Switzerland's image at the inter-

national level, and the economic benefits are also considerable for Geneva and the whole region.

To safeguard its interests, Switzerland wants to ensure that the ongoing reforms do not lead to a weakening of Geneva's international role, particularly not in those areas that form part of its recognised pool of competency.



## REFORM AND THE EFFECTIVENESS OF THE UN

The summit of Heads of State and Government to be held from 14 to 16 September 2005 in New York on the occasion of the fifth anniversary of the Millennium Declaration and the 60<sup>th</sup> session of the UN General Assembly are important events in the process of implementing the UN reforms. The ongoing negotiations between Member States are of considerable importance for Switzerland and its declared foreign policy objectives. Switzerland will be represented at the M+5 Summit by a delegation headed by the President of the Swiss Confederation, Samuel Schmid. Due to the policy Switzerland has pursued since it became a full member of the UN, our country is able to play a constructive role in the reform process: as a nation committed to the principle of multilateralism; one which actively promotes international relations based on law and without hidden agendas; and as a supporter of the ongoing efforts to strengthen the UN

and provide it with more efficient instruments for fulfilling its mission.

The Federal Council has set the following priorities on the basis of the general position outlined in this year's report on Switzerland's relations with the UN:

- Switzerland favours an enlargement of the Security Council providing it is based on objective criteria, in particular the size of Member States' contributions to the activities of the UN. At the same time, it must not result in the creation of additional veto rights and it must go hand in hand with an improvement in the working methods of the Security Council. It also supports the creation of a Peace Building Commission that would report to both the Security Council and ECOSOC.
- Switzerland favours institutional reforms in the area of human rights, and is strongly campaigning for the creation of a Human Rights Council in Ge-

neva that would replace the existing Commission on Human Rights.

- Switzerland is anxious to ensure that the UN not only preserves its capacities to act, but is also able to deploy them more effectively. It wants the administration of the UN system to be rendered more efficient so that it is able to put the resources placed at its disposal to the best possible use.

The Federal Council is aware of the uncertainties with respect to the outcome of the ongoing negotiations on UN reforms and international co-operation in the triangle of development, security and human rights. Switzerland will do everything in its power to ensure that the ongoing process is brought to a successful conclusion at the major meetings later this year. And in any areas in where it is not possible to reach immediate consensus, it will also see to it that a timetable is defined for the required additional efforts.

# APPENDICES

## DEVELOPMENT OF SWITZERLAND'S MANDATORY CONTRIBUTIONS TO THE UN (2002 TO 2004)

(in Swiss francs)

	2002 Pro rata as observer	2002 Pro rata as full member	2003 As full member 1.1.-31.12.2003	2004 As full member 1.1.-31.12.2004
<b>Regular budget</b> Contribution to the Capital Master Plan fund	5,570,392	6,189,325	25,800,897 482,065	23,205,540
<b>UN tribunals</b> - International Criminal Tribunal for the former Yugoslavia - International Criminal Tribunal for Rwanda		596,598 481,992	2,195,432 1,805,726	2,498,882 1,794,187
<b>Peacekeeping operations</b>		13,075,043	45,196,439	54,137,240
<b>Contribution to funds for two-year budget period</b> - Working capital fund - Special account for peacekeeping operations		2,229,500 3,344,250		- 103,950
	(5,570,392)	(25,916,708)		
<b>Total</b>		<b>31,487,100</b>	<b>75,480,559</b>	<b>81,531,899</b>

USD/CHF exchange rates: 2002 = 1.75 2003 = 1.50 2004 = 1.35

The contribution rate for Switzerland for 2001 to 2003 was 1.274 %.

For 2004 to 2006, this was reduced through a resolution of the UN General Assembly to 1.197 %.

## FACTS & FIGURES ON INTERNATIONAL GENEVA

<b>International organisations in Switzerland with Headquarters agreements (22 in Geneva)</b>	<b>25</b>
UN Office at Geneva (UNOG)	1
UN specialised agencies Examples: World Health Organisation (WHO), International Labour Office (ILO), Universal Postal Union (UPU) in Berne	7
International organisations outside the UN system Examples: Bank for International Settlements (BIS) in Basel, European Organisation for Nuclear Research (CERN), European Free Trade Association (EFTA), World Trade Organisation (WTO)	17
<b>International organisations in Switzerland with tax agreements (intergovernmental character)</b>	<b>5</b>
Examples: International Air Transport Association (IATA), World Conservation Union (IUCN) in Gland, Canton of Vaud	
<b>Non-governmental organisations (NGOs) with an international character</b>	
NGOs based in Geneva, with consulting status in the UN	approx. 170
International sports associations and organisations	approx. 30
<b>Foreign states, permanent missions and representative bodies</b>	
Representatives of foreign States at the UN, WTO or Conference on Disarmament	152
<b>Conferences, delegations, official visits (2003)</b>	
Meetings and conferences of international organisations in Switzerland	2,492
Participating delegations and experts	128,619
Participating Heads of State and Government, ministers	approx. 3,000
<b>Financial data (2003, in Swiss francs)</b>	
Annual total budget of international organisations in Geneva	approx. 8 billion
Switzerland's contributions to international organisations based in Geneva	approx. 237 million
Estimated expenditure of international organisations in Switzerland with Headquarters agreements	approx. 4–5 billion
<b>Personnel at international organisations (2003, rounded up/down)</b>	
Employees	25,000
of which international officials with Swiss legitimation cards	18,000
Total no. of international personnel including family members and domestic staff	35,000
Jobs in diplomatic missions	3,600
Jobs in international NGOs	2,200
Other jobs associated with International Geneva	approx. 14,000

Further information may be obtained from the web sites of the Swiss Permanent Mission to the United Nations and other international organisations in Geneva ([http://www.eda.admin.ch/geneva\\_miss/f/home/numbe.html](http://www.eda.admin.ch/geneva_miss/f/home/numbe.html)) and the Statistics Office of the Canton of Geneva ([www.geneve.ch/statistique](http://www.geneve.ch/statistique)).

## THE EIGHT MILLENNIUM DEVELOPMENT GOALS

### 1

#### **Eradicate extreme poverty and hunger**

##### Target 1

Between 1990 and 2015, reduce by half the proportion of people living on less than a dollar a day.

##### Target 2

Between 1990 and 2015, reduce by half the proportion of people who suffer from hunger.

### 2

#### **Achieve universal primary education**

##### Target 3

By 2015, ensure that all boys and girls throughout the world complete a full course of primary schooling.

### 3

#### **Promote gender equality and empower women**

##### Target 4

Eliminate gender disparity in primary and secondary education, preferably by 2005, and at all levels by 2015.

### 4

#### **Reduce child mortality**

##### Target 5

Between 1990 and 2015, reduce by two thirds the mortality rate among children under five.

### 5

#### **Improve maternal health**

##### Target 6

Between 1990 and 2015, reduce by three quarters the maternal mortality rate.

### 6

#### **Combat HIV/AIDS, malaria and other diseases**

##### Target 7

By 2015, halt and begin to reverse the spread of HIV/AIDS.

##### Target 8

By 2015, halt and begin to reverse the incidence of malaria and other major diseases.

## 7

### Ensure environmental sustainability

#### Target 9

Integrate the principles of sustainable development into country policies and programmes; reverse loss of environmental resources.

#### Target 10

By 2015, reduce by half the proportion of people without sustainable access to safe drinking water and basic sanitary facilities.

#### Target 11

Achieve significant improvement in the lives of at least 100 million slum dwellers, by 2020.

## 8

### Develop a global partnership for development

#### Target 12

Develop further an open trading and financial system that is rule-based, predictable and non-discriminatory. Includes a commitment to good governance, development and poverty reduction – nationally and internationally.

#### Target 13

Address the least developed countries' special needs. This includes tariff- and quota-free access for their exports; enhanced debt relief for heavily indebted poor countries; cancellation of official bilateral debt; and more generous official development assistance for countries showing a real commitment to poverty reduction.

#### Target 14

Address the special needs of landlocked and small island developing states (through the action programme for the sustainable development of small island developing states and the outcome of the 22<sup>nd</sup> extraordinary session of the General Assembly).

#### Target 15

Deal comprehensively with the problem of developing countries' debt through national and international measures to make debt viable in the long term.

#### Target 16

In co-operation with the developing countries, develop, formulate and apply strategies to create decent and productive work for youth.

#### Target 17

In co-operation with pharmaceutical companies, provide access to ensure that essential drugs are available and affordable in developing countries.

#### Target 18

In co-operation with the private sector, make available the benefits of new technologies – especially information and communications technologies – for all.





## **IMPRESSUM**

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